

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

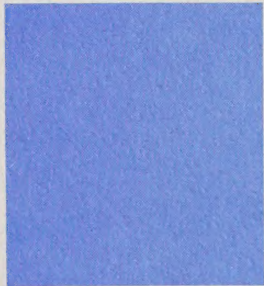
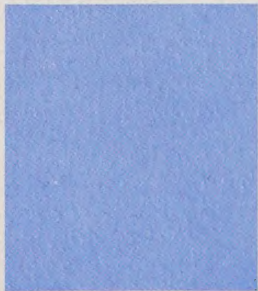
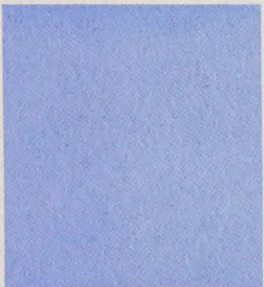
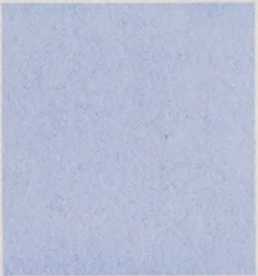
FEB 13 1992

UNIVERSITY OF CALIFORNIA

The
San
Diego
Region's
Approach
to
Growth
Management

San Diego

ASSOCIATION OF
GOVERNMENTS



The San Diego Region



Board of Directors SAN DIEGO ASSOCIATION OF GOVERNMENTS

The San Diego Association of Governments (SANDAG) serves as the Regional Planning and Growth Management Review Board which is developing a cooperative growth management strategy to help us all better handle the adverse impacts of rapid population growth. Voting members include the Incorporated Cities of Carlsbad, Chula Vista, Coronado, Del Mar, El Cajon, Encinitas, Escondido, Imperial Beach, La Mesa, Lemon Grove, National City, Oceanside, Poway, San Diego, San Marcos, Santee, Solana Beach, Vista, and the County of San Diego. Advisory and Liaison members include CALTRANS, San Diego Unified Port District, U.S. Department of Defense, and Tijuana/Baja California.

CHAIRMAN: Hon. Jack Doyle

VICE CHAIRWOMAN: Hon. Gloria E. McClellan

SECRETARY-EXECUTIVE DIRECTOR: Kenneth E. Sulzer

CITY OF CARLSBAD

Hon. Bud Lewis, Mayor
(A) Hon. Ann Kulchin, Mayor Pro Tem

CITY OF CHULA VISTA

Hon. Leonard Moore, Councilmember
(A) Hon. Tim Nader, Mayor

CITY OF CORONADO

Hon. Michel Napolitano, Mayor Pro Tem
(A) Hon. Susan Keith, Councilmember

CITY OF DEL MAR

Hon. Gay Hugo-Martinez, Deputy Mayor
(A) Hon. J. Rod Franklin, Councilmember
(A) Hon. Jacqueline Winterer, Mayor

CITY OF EL CAJON

Hon. Harriet Stockwell, Councilmember
(A) Hon. Beverly Miller, Councilmember
(A) Hon. Mark Lewis, Councilmember

CITY OF ENCINITAS

Hon. Maura Wiegand, Deputy Mayor
(A) Hon. Gail Hano, Mayor

CITY OF ESCONDIDO

Hon. Jerry Harmon, Mayor
(A) Hon. Kris Murphy, Councilmember

CITY OF IMPERIAL BEACH

Hon. Mike Bixler, Mayor
(A) Hon. Marti Goethe, Councilmember

CITY OF LA MESA

Hon. Art Madrid, Mayor
(A) Hon. Barry Jantz, Councilmember
(A) Hon. Jay LaSuer, Councilmember

CITY OF LEMON GROVE

Hon. James V. Dorman, Mayor
(A) Hon. Brian Cochran, Councilmember

CITY OF NATIONAL CITY

Hon. Jess E. Van Deventer, Councilmember
(A) Hon. Michael Dalla, Councilmember

CITY OF OCEANSIDE

Hon. Nancy York, Councilmember
(A) Hon. Melba Bishop, Deputy Mayor

CITY OF POWAY

Hon. Jan Goldsmith, Mayor
(A) Hon. Kathy McIntyre, Councilmember

CITY OF SAN DIEGO

Hon. Judy McCarty, Councilmember
(A) Hon. Tom Behr, Councilmember

CITY OF SAN MARCOS

Hon. Lee Thibadeau, Mayor
(A) Hon. Mike Preston, Councilmember

CITY OF SANTEE

Hon. Jack Doyle, Mayor
(A) Hon. Hal Ryan, Councilmember

CITY OF SOLANA BEACH

Hon. Richard Hendlin, Mayor
(A) Hon. Margaret Schlesinger, Councilmember
(A) Hon. Celine Olson, Deputy Mayor

CITY OF VISTA

Hon. Gloria E. McClellan, Mayor
(A) Hon. Bernie Rappaport, Mayor Pro Tem

COUNTY OF SAN DIEGO

Hon. Brian Bilbray, Supervisor
(A) Hon. Susan Golding, Supervisor
(A) Hon. John MacDonald, Supervisor

STATE DEPT. OF TRANSPORTATION (Advisory Member)

James W. van Loben Sels, Director
(A) Jesus Garcia, District Eleven Director

SAN DIEGO UNIFIED PORT DISTRICT (Liaison Member)

Mel Portwood, Commissioner

U.S. DEPARTMENT OF DEFENSE

(Liaison Member)
Capt. Tom Crane, USN, CEC
Commanding Officer Southwest Division
Naval Facilities Engineering Command

TIJUANA/BAJA CALIFORNIA

(Advisory Member)
Hon. Carlos Montejo Favela
Presidente Municipal de Tijuana

SEPTEMBER 1991

Printed on Recycled Paper

San Diego Region's Approach

Regional Growth Management Strategy

Managing population growth in the San Diego region is about to enter a new era of consensus. An innovative Regional Growth Management Strategy is being prepared which measures our quality of life and recommends actions to help preserve it.

Taking a quality of life approach, the region's 18 incorporated cities, the county government and public agencies with regionwide responsibilities like the County Water Authority are working together to prepare the Strategy. The Strategy is the one place where all actions affecting the region's growth and quality of life, whether state or federally mandated or decided locally, will be considered.

The Strategy's success will depend on the cooperation of local and regional public agencies. Equally important will be the changes made by individuals and the business community which will help us all enjoy this region as much or more in the future as we do now. Examples of these changes include recycling our solid waste, conserving water and driving less.

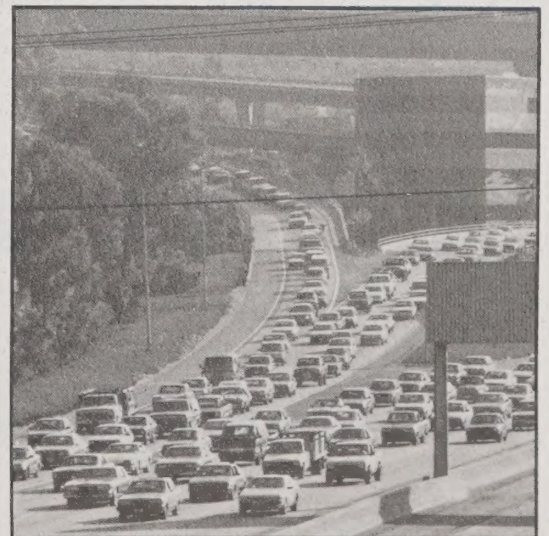
Right now we are living and working with 2.5 million other people who make the San Diego region their home. We all breathe the same air, drive on the same highways, get water from the same sources, and dispose of our waste in the same few locations. This year there are tens of thousands more of us than last year.

By 2010, the San Diego Association of Governments (SANDAG) forecasts the total population of the region will be more than 3 million people. This new growth will be the result of people moving into the region to find jobs as well as natural increase, or births outnumbering deaths.

Our growth rate varies over time. It is seldom the same from year to year. For example, the region grew slowly during the recession of the early 1980's. However, during 1987, 1988 and 1989 we broke growth records adding on average more than 85,000 new residents each year. With the current national recession, we might be entering another relatively slow population growth period. But even during our slow periods, we grow faster than most metropolitan areas; and we now have enough people living and working in the region to require full-time growth management.



*measures
our
quality of life*



QUALITY OF LIFE FACTORS

- Air Quality
- Transportation
- Water
- Sensitive Lands and Open Space
- Sewage Treatment
- Solid Waste Management
- Hazardous Waste Management
- Housing

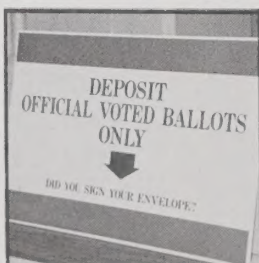
SANDAG is the Regional Growth Board.

PROPOSITION C: Regional Planning and Growth Control Measure

The purpose of this measure is to demonstrate public support for the concept that certain impacts associated with growth should be resolved on a regional basis . . .

☒ YES

☐ NO



With these facts in mind, the locally elected mayors, councilmembers and county supervisors who comprise the SANDAG Board of Directors are developing a cooperative strategy to help us all manage the adverse impacts of the region's growth.

Voters support the concept of dealing with growth regionally. In November 1988, they passed an advisory measure (Proposition C) calling for the creation of a Regional Planning and Growth Management Review Board to deal with growth issues on an areawide basis - throughout the entire county.

SANDAG Directors now serve as the Regional Growth Board. They are preparing a strategy aimed at preserving or improving the quality of life for the people of the San Diego region. The Regional Growth Management Strategy focuses on agreed upon Quality of Life Standards and Objectives for eight environmental and economic factors: air quality; water; sewage treatment; sensitive lands preservation and open space protection; solid waste and hazardous waste management; transportation system and demand management; and housing. These Quality of Life Factors affect the whole San Diego region, not just individual areas or political jurisdictions. (Additional factors may be added during updates of the Strategy.)

Standards and objectives for these factors have been established to gauge how well we are maintaining our quality of life here. These standards and objectives are the Strategy's major goals. They are directed at protecting the environment and providing adequate public facilities for everyone who lives and works in the San Diego region. As a rule, the standards and objectives are measurable so we can monitor our progress towards meeting them each year.

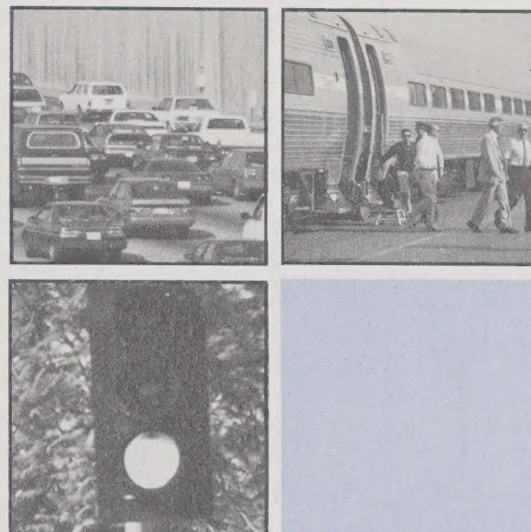
The standards and objectives come from various places. Some were established by the state and federal governments - for example, air quality and water quality standards. Many, however, have been developed locally - for example, sensitive lands objectives to protect our steep slopes, floodplains and wetlands. Another example is local housing standards which identify the total number of housing units that need to be built, and the number of low income households to be assisted.

To achieve the Quality of Life Standards and Objectives, the Strategy contains recommended actions in four basic categories: environmental quality; traffic and transportation; public facilities financing and siting; and growth rate, phasing and land use distribution. A summary of the recommended actions and policies follows.

Air Quality and Transportation

Reducing traffic congestion and cleaning up our air are two of the region's most pressing problems. The solutions are similar. We need to reduce our dependence on the automobile by finding alternatives to driving alone. The capacity of our transit system and other related facilities such as carpool lanes needs to be expanded, and traffic signals need to be computer-coordinated throughout the region so traffic will flow more smoothly.

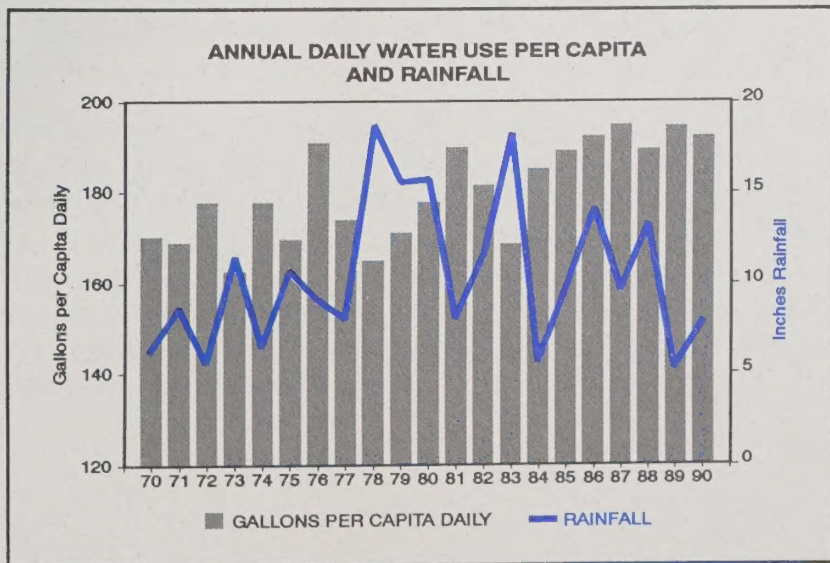
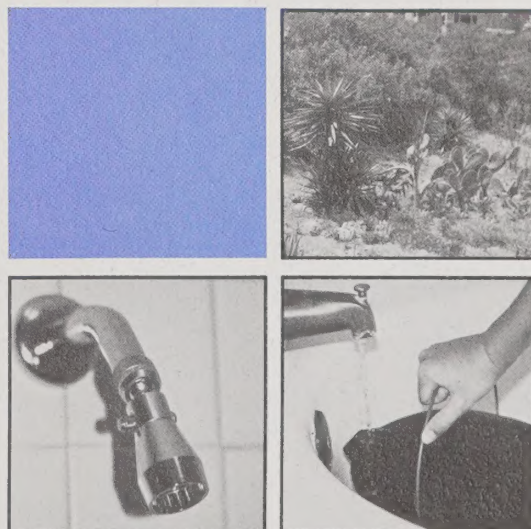
The Strategy includes Transportation Control Measures prepared by SANDAG. These will be included in the Regional Air Quality Strategy being developed by the Air Pollution Control District. These measures address those air quality issues which are transportation related. The Congestion Management Program, which sets level of service standards for our transportation system, is also a part of the Strategy. This program includes a Land Use Analysis Program which will require local jurisdictions to consider the impacts of new development on the regional transportation system.



*reduce our dependence
on the automobile . . .
and conserve water*

Water

The Strategy seeks to ensure an adequate water supply and to improve the water quality of our bays, reservoirs, streams, and groundwater. The County Water Authority (CWA) is developing a long-range Water Resources Plan which will include conservation and supply strategies for the future. The goals and actions contained in the CWA's plan will be included in the Strategy. Water conservation ordinances requiring xeriscape and water conserving plumbing fixtures for new construction will be adopted by local jurisdictions. And we will all have to use less water at home and at work.



Sensitive Lands Preservation and Open Space Protection



The Strategy will play an important role in preserving and protecting our sensitive lands and open space resources. The region has developed common definitions and policies for protecting our sensitive lands such as steep slopes, floodplains and wetlands. Local jurisdictions have agreed to actions which limit development of steep slopes, curtail encroachment and fill of floodplains, and require a buffer around wetlands. These actions will be implemented through the Regional Open Space Plan and habitat conservation planning efforts. In addition, recommendations to preserve our beaches from SANDAG's Regional Shoreline Preservation Strategy will be included.

*protecting our sensitive
lands and open space . . .
and building adequate
facilities to treat our
sewage*

Sewage Treatment

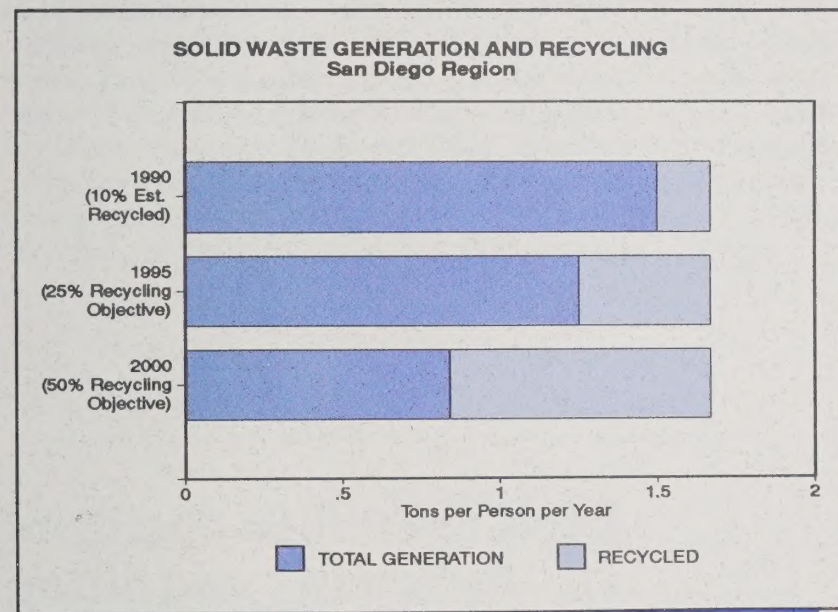
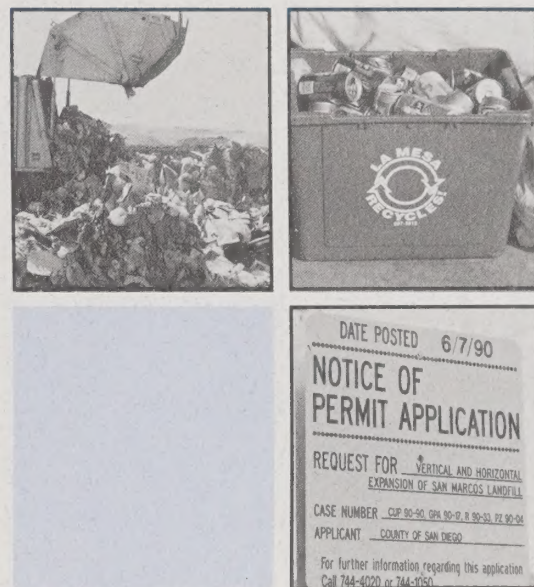


Sewage treatment has received a great deal of attention in the region. Of particular interest is the debate over the appropriate level of treatment for the Point Loma outfall. Although this issue has yet to be resolved, the Strategy includes the following recommended actions: meeting the federal sewage treatment standards, building adequate facilities to treat our sewage, and reclaiming and using the water generated through its treatment.

We must begin to view the by-products of the sewage treatment process as resources. Reclaimed water can be used for irrigation and sludge can be composted for use as soil amendment.

Solid Waste Management

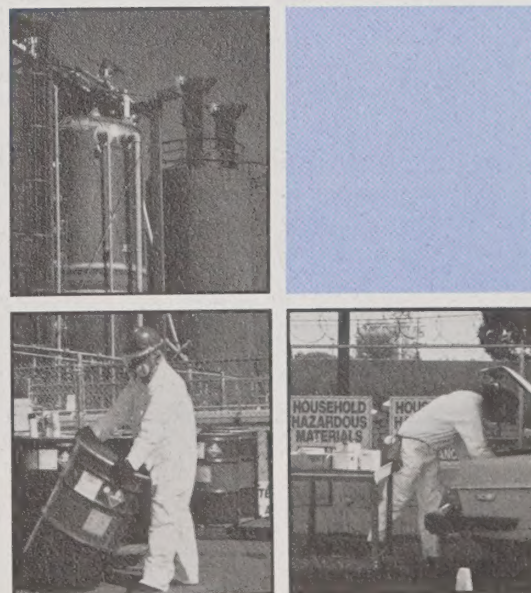
We generate trash at a rate of about 1.7 tons per person each year in the San Diego region. The landfills where we haul it are rapidly being filled to capacity. To deal with this mounting problem the state legislature enacted a law (Assembly Bill 939) which requires that each jurisdiction prepare an Integrated Waste Management Plan to reduce its generation of solid waste. A siting element to locate regional solid waste facilities also is required. To implement these plans residents, businesses and government agencies in the region will need to recycle their waste, and purchase goods with minimal packaging and made from recycled products.



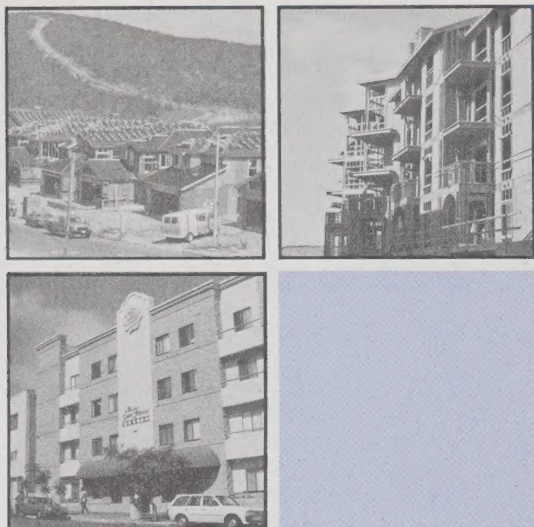
*recycling
and source reduction
are critical . . .
as is treating hazardous
waste*

Hazardous Waste Management

Hazardous waste includes used oil, paint, cleaning fluids, and pesticides commonly found in all households and businesses as well as chemical by-products and wastes from industrial processes. The treatment and disposal of such waste is a difficult task. A major objective of the Strategy is to achieve a 30 percent reduction in the generation of hazardous waste as called for in the San Diego County Hazardous Waste Management Plan. The Plan also includes policies and criteria for siting disposal and treatment facilities in cooperation with other Southern California jurisdictions as described in the Southern California Hazardous Waste Management Plan.



Housing

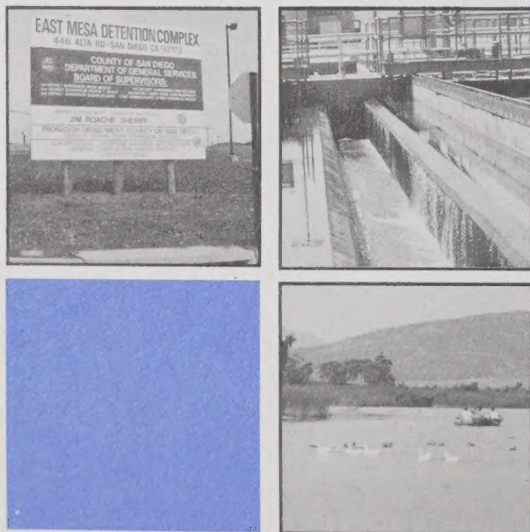


Adequate housing for all income levels is a basic need of the region's residents. The San Diego region will have to build over 300,000 new houses, condominiums and apartments to house the additional people we expect to live here in the year 2010. Making sure that housing is available for all income levels, in particular the less affluent members of our communities, is also part of the region's housing responsibility.

The Regional Housing Needs Statement prepared by SANDAG identifies the total number of new housing units that need to be built, and the number of low income households that should be assisted during the next five years. Programs included in local jurisdiction housing elements will achieve these objectives - for example, requiring the construction of low income units in new housing projects, density bonuses for low and moderate income units, and provisions for single-room occupancy units and migrant farmworker housing.

*affordable housing for all
residents . . .
and providing for regional
facilities*

Regional Public Facilities Financing and Siting

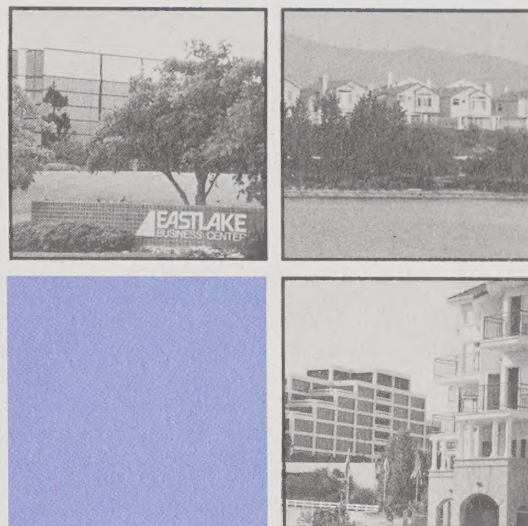


The financing and siting of public facilities is integral to our achievement of the Quality of Life Standards and Objectives. If we don't have the money to pay for needed facilities or we can't find acceptable places to locate them, our quality of life will suffer as the region continues to grow. Work towards improving the siting processes for solid waste and hazardous waste is now underway, and a Regional Public Facilities Financing Plan is being prepared for facilities that are regional in nature such as transportation and open space. This plan will help determine an equitable allocation of funding responsibilities between existing and new development. An allocation similar to how local facilities are financed may be used.

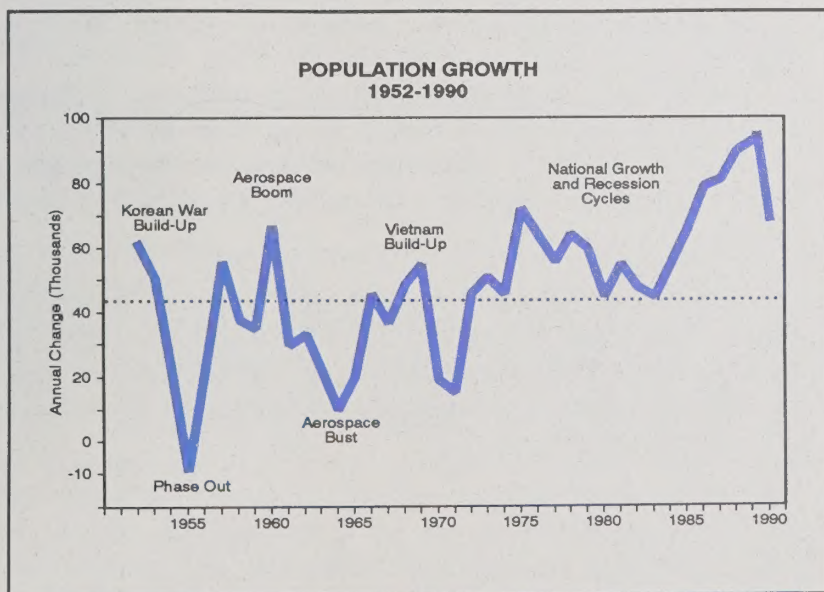
Growth Rate, Phasing and Land Use Distribution

Regionwide growth rate policies will be analyzed during the Series 8 Regional Growth Forecast now underway. With Series 8, SANDAG will be forecasting the growth of the region and the distribution of population through the year 2020. The forecasted impacts of the new population growth will be reviewed to determine whether changes to growth rate policies should be considered as a way to help us achieve the Quality of Life Standards and Objectives.

Distributing regional land uses in a way that helps achieve our quality of life objectives also is being analyzed as a part of the Strategy. Making changes in where jobs and housing are located may be one way of accomplishing some of our objectives. Studies performed by SANDAG found that improving the jobs/housing balance would have a positive impact on traffic congestion and, to some degree, air quality. This issue is being studied further and may be included in the final Strategy.



*distributing land uses
in a way that
helps improve our
quality of life*



Local/Regional Consistency/Self-Certification

1. Have ordinances been adopted which require the consistent treatment of steep slopes, floodplains and wetlands by including the elements and specific requirements contained in the Strategy's Definition of Regionally Significant Open Space?

YES ☐ NO ☐ OTHER ☐

Documentation: _____

local control of local issues

2. Are the traffic level of service objectives contained in your General/Community Plan(s) equal to or better than those specified in the Strategy, i.e., LOS "D" for freeways and the Regional Arterial System identified in the 1990 Regional Transportation Plan?

YES ☐ NO ☐ OTHER ☐

Documentation: _____

Determining consistency between the Strategy and local policies through self-certification is a unique feature of the Strategy and one of its most important elements. Through self-certification, locally elected officials will demonstrate their leadership by working for the region as a whole while maintaining local control of local issues.

Local jurisdictions will certify the consistency of their plans, policies and regulations with the recommended actions in the Regional Growth Management Strategy. Regional agencies involved in the Strategy, for example, the Air Pollution Control Board and Local Agency Formation Commission, also have agreed to participate in the self-certification process.

A Consistency Checklist will assist the local jurisdictions and regional agencies in self-certifying their consistency with the Strategy. The checklist asks, for example, whether local jurisdictions have adopted ordinances which require the consistent treatment of steep slopes, floodplains and wetlands in accordance with the Strategy's Definition of Regionally Significant Open Space. Another question asks whether the level of service objectives for arterials and freeways contained in their General/Community Plans are consistent with the Strategy.

A "yes" answer must be documented with the ordinance number or general plan element. A "no" answer indicates an inconsistency, and the agency should describe the actions that will be taken, and provide a timetable, for achieving consistency.

Inconsistencies between the Strategy and local jurisdiction plans could result in a delay of funds to both the region and local agencies. The state and federal governments may impose funding sanctions if air quality isn't improved or our roads become more congested.

Conflict Resolution

Another unique as well as significant element of the Strategy is SANDAG's Conflict Resolution Procedure. It provides SANDAG's member agencies options for resolving disputes related to the implementation of the Regional Growth Management Strategy. The process, which is voluntary, may be initiated by the Board or by one or more involved local agencies. It includes the possible use of a neutral third party to recommend a way to resolve any disputes which may arise.

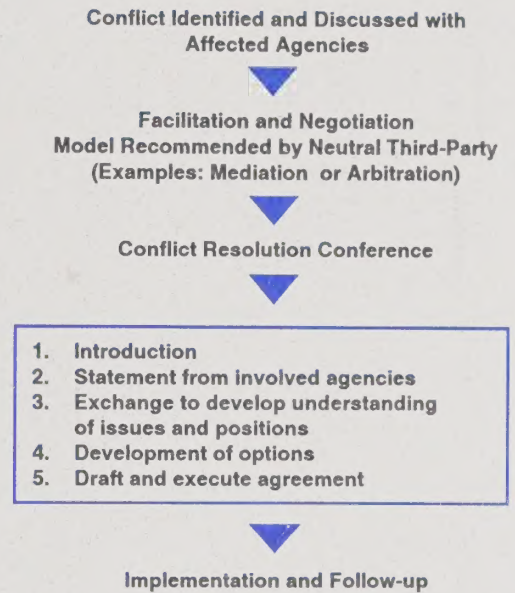
SANDAG acts as a facilitator in the conflict resolution process. The objective of the procedure is to achieve a faster, more equitable resolution of conflicts. It also provides a less expensive alternative to litigation.

Process for Adoption of the Draft Regional Growth Management Strategy

A draft of the Regional Growth Management Strategy has been completed for review. The Regional Growth Management Technical Committee, with representatives from each of the region's 19 local government jurisdictions and regional single purpose agencies, helped prepare the Strategy. The Technical Committee will review comments and prepare a final document for review by SANDAG, serving as the Regional Planning and Growth Management Review Board. Once SANDAG recommends approval, each of the 18 cities and the county government will be asked to adopt the Regional Growth Management Strategy and certify their consistency with its contents.

Again, the key to the Strategy's success is the cooperation of local and regional agencies, and equally important, a commitment to personal change by individuals and the business community. Only by working together and making these changes can we preserve the region's quality of life.

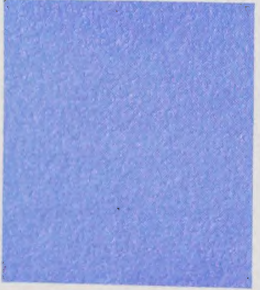
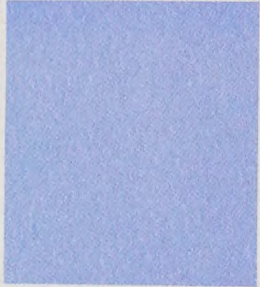
CONFLICT RESOLUTION



Personal change will help make the Strategy a success.

ADOPTION PROCESS





401 B Street, First Interstate Plaza • Suite 800 • San Diego, California, 92101
(619) 595-5300